

BUREAU OF ENVIRONMENT CONFERENCE REPORT

SUBJECT: Monthly SHPO-FHWA-ACOE-NHDOT Cultural Resources Meeting

DATE OF CONFERENCES: December 5 & 12, 2013

LOCATION OF CONFERENCE: John O. Morton Building

ATTENDED BY:

NHDOT

Joe Adams
John Butler
Sheila Charles
Ron Crickard
Jill Edelmann
Angela Hubbard
Ron Kleiner
Bob Landry
Marc Laurin
Steve Liakos
Christine Perron
Nancy Spaulding

**Federal Highway
Administration**

Jamie Sikora

NHDHR

Laura Black
Edna Feighner

VTRANS

Scott Newman

ACOE

Richard Roach

Albacore Park

Ken Herrick

Ciborowski Assoc.

Mark Ciborowski

City of Concord

Ed Roberge

Lee Richmond

City of Portsmouth

Juliet Walker

CLD

JoAnn Fryer

Hayner-Swanson

John Vancor

Hoyle, Tanner

Ed Weingartner

McFarland Johnson

Vicki Chase

Gene McCarthy

Normandeau

Jameson Paine

**Preservation
Consultant**

Elizabeth Hengen

**Quantum
Construction**

Jim Bouchard

Lisa Martin

The Architects

Dennis Mires

Town of Merrimack

Kyle Fox

(When viewing these minutes online, click on an attendee to send an e-mail)

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December 5, 2013

Portsmouth, 13455, STP-X-5379(025)

Participants: John Butler, Ron Crickard, Bob Landry, Marc Laurin, NHDOT; Juliet Walker, City of Portsmouth; Vicky Chase, Gene McCarthy, McFarland Johnson; Ken Herrick, Portsmouth Submarine Memorial Association

Continued consultation to discuss mitigation options associated with the adverse effect determination for potential diminished visitor experience due to the creation and formalization of the Albacore Connector Road.

Jill Edelmann handed out the previously discussed mitigation options summary and asked for comments. Jamie Sikora commended the effort of the summary. Ken Herrick indicated there would be some changes from his previous statements based on the Albacore Park Board's input. K. Herrick presented the Portsmouth Submarine Memorial Association (PSMA) Board's views on the mitigation options, and presented associated potential costs determined by the Albacore Park Board.

1. The PSMA would like to participate in naming the Connector Road (Likely Submarine Way) and will also engage with the City of Portsmouth on this issue. It was thought that this could help market/brand the historic site.
2. The USS Albacore entrance signs should be re-established on the bridge off Market Street and entry into the Park from the Bypass. PSMA requested that the entrance sign be moved closer to the US Route 1 Bypass for better visibility from the signalized intersection.
3. PSMA strongly supports removing the Route 1 Bypass southbound park entrance. This allows the Park to take the opportunity to expand their Memorial Gardens and will fit in with their submarine-centric vision. It will also remove snow piles that are plowed into this location in the winter.
4. Any landscaping to occur should be a condition of the sale, not mitigation. NHDHR agreed that this was a minimization effort.
5. The Board, although appreciative of new technology for their audio tour, would like the talking kiosks to remain substantially the same. The existing concept is modeled after an old veteran looking at the Albacore with his family and describing his experiences. Would like to get a new kiosk located on the port side of the Albacore, near the parking lot, that would do a better job of explaining the Albacore's status as a National Historic Landmark to the casual visitors to the Park who do not necessarily want to go into the submarine or the visitor's center. Suggested that personnel from DHR would be appropriate to help script and participate in the recording of this presentation. Estimates \$2,500 to accomplish.

Jamie Sikora wondered if a professional narration should be considered. K. Herrick replied that they would prefer integrating this into the non-professional aspect of the existing narration of the other kiosks. Laura Black expressed interest in the idea and will discuss it further with DHR personnel.

6. PSMA does not suggest any additional mitigation measures to be placed along the Connector Road to Market Street.

7. K. Herrick stated that upgrading the display basin is the most appropriate and highest mitigation priority from the Board's standpoint. They understand that the project should not pay for all the construction aspects, but feel the NHDOT should participate in the aesthetic consideration aspects of the display basin. This would re-establish the maritime association of the Albacore, which, due to its mission, spent a large portion of its active life in dry dock. The Board suggested that the mitigation would consist of funding constructability plans that would take into account the geotechnical study and the concepts described in the UNH Report (which lack specificity). The costs are estimated at \$25,000 for developing constructability plans and \$60,000 to accommodate the aesthetic components of a "dry dock". He reiterated that this would not include the whole cost for the needed repairs to the existing basin.

J. Sikora stated that FHWA will further review their proposal. L. Black expressed caution with the concept, as this would not be a real dry dock. More design details would be needed to assure NHDHR that this would not be a fake representation. K. Herrick stated that this would re-establish the association of the USS Albacore with the water and its mission. He feels that there is greater allowance from the NPS for these types of displays, as ships have no inherent boundaries. Rich Roach thought that it would depict a representation of the story of the Albacore. He stated that some aspects of how the Albacore got to the existing site would be a good story also. K. Herrick mentioned that the constructability plans would be necessary to provide a formalized agreement on a design for future Board members. Robert Landry and J. Sikora were comfortable with most of the concept. R. Roach suggested that a financial limitation should be placed in the MOA.

8. K. Herrick discussed the Friends of Albacore's oral history project. It would be appropriate for expanding the history of the mission of the development of the US Navy submarine fleet. Although there is much information from the ship builders and designers at describing the technical aspects of the Albacore, there is a need to record the stories and experiences of the crew members. Copies of the project would be donated to the National Archives and the Naval History and Heritage Command. Additionally, the Friends of Albacore believe it would be beneficial to be able to provide handouts to the public with excerpts from the crew's stories for distribution at celebrations on Memorial Day and Navy History Day. It is estimated that it would cost \$12,500 to complete.

Jill Edelmann questioned how this would be billed and how to best describe the commitment in the MOA. K. Herrick stated that Jack Hunter, of Friends of Albacore, will be providing a written overview, justification, what is left to finish, planned use of the history and costs of their project.

The appropriateness of each of the options being included in the MOA was discussed. It was agreed that Options 1, 2, 5, 7 & 8 could be further considered and discussed as mitigation for the Adverse Effect. Options 3 & 4 were deemed more appropriate in discussing mitigation for ROW impacts and project commitments. Juliet Walker asked if anything related to the City of Portsmouth remained to be discussed (possible mitigation option 6), specifically with the proposed Market Street Gateway project. The City will provide options they feel would be appropriate for the visitor experience along the Albacore Connector Roadway, and its connection to Market Street. R. Landry cautioned that some of these issues would be more appropriately addressed as part of the Sarah Mildred Long replacement project s.

J. Edelman will send out a revised list of the options for further review and additional comments to be discussed at the next meeting.

Concord, 23717, X-A002(742)

Participants: Gene McCarthy, McFarland Johnson; Ed Roberge, City of Concord; Liz Hengen, Preservation Consultant; Tom Jameson, NHDOT; Consulting Parties: Mark Ciborowski, Ciborowski Associates, Lee Richmond

Continued consultation and update on project, previously reviewed on November 7, 2013, August 15, 2013, March 19, 2013, March 14, 2013, February 14, 2013, September 13, 2012 and November 3, 2011. The purpose of the meeting was to discuss potential mitigation for the adverse effect associated with the accessibility improvements at Phenix Hall.

Two mitigation options were discussed. The first option was to include a Phenix Hall panel on a wayfinding sign that would be located on the proposed bump out in front of Phenix Hall. Laura Black stated that she did not view this as mitigation as the kiosks were already planned. Liz stated that the content of the panels was to be more general in nature and the mitigation would make one focused on Phenix Hall. It was suggested that the sign in front of Phenix Hall focus on an architectural theme.

Laura Black suggested another option would be to rehabilitate the existing Phenix Hall sign. The existing sign is in poor shape and restoration is overdue. The focus would be to restore the sign with existing materials to the degree that is possible, and if not restore any components with in kind materials. Laura wanted to discuss this action with Peter Michaud to make sure that any proposal for carrying this out would meet the Secretary's Standards. A meeting was planned to view the sign and discuss potential restoration.

Farmington, 16146, X-A001(152)

Participants: Christine Perron, Bob Landry, Ron Kleiner, NHDOT; JoAnn Fryer, CLD Engineers; Jamie Paine, Normandeau

Continued consultation pertaining to the 1924 I-Beam concrete Bridge (096/140) on NH Route 153 (Main St.) over the Cocheco River in the Town of Farmington, including review of the results of the Alternatives Analysis and condition of the concrete in order to work towards the compilation of an Effects Memo for the preferred alternative.

Jamie Paine provided a brief update.

As discussed at the November 14, 2013 cultural resource agency meeting, the Determination of Eligibility (DOE) Committee had requested additional information to determine if the 343 Main Street property contributes to a historic district. Ms. Lisa Mausolf provided pertinent materials to the committee. Upon the review of materials by the DOE Committee, it was determined that the property does not contribute to a historic district. The only resource within the area of potential effect (APE) that has been found to be eligible for the National Register of Historic Places (National Register) is the subject bridge, primarily due to its open rail design. The bridge is one of

12 in the state with the same bridge type. Of those 12 bridges, it is one of four with an open rail design.

REVIEW OF ALTERNATIVES

It was discussed and materials were provided to document that a full range of alternatives have been considered for the project, including No Build, Rehabilitate the Existing Bridge (with review of superstructure rehabilitation, substructure rehabilitation, traffic control during construction, cost considerations, evaluations of the purpose and need), replacement of the bridge on a new alignment/retaining the existing bridge for multimodal use (bypass alternative - with similar review considerations as noted above), and replace the bridge on existing alignment.

Public Interaction

The project has afforded the general public many opportunities to provide input and allow for the discussion of preferences to the proposed alternatives. This coordination included several public informational meetings, distribution of coordination letters to public officials and local, regional or state committees and programs.

Substantial local input received from public and local officials at the public meetings requested that the bridge be replaced on alignment to minimize impacts to adjacent properties and that a two-lane temporary detour bridge be provided. A single lane detour was not recommended due to emergency response times, heavy traffic use, and the length of viable detour routes.

Preferred Alternative

Due to public input, adjacent property constraints, life span expectations of an improved bridge structure, flow restriction and flood constraint considerations, and cost considerations, the bridge replacement on existing alignment alternative is the preferred alternative for this project.

CULTURAL RESOURCE AGENCY INPUT

In order to ensure bridges are rehabilitated where possible, Laura Black asked whether a rehabilitation alternative is feasible. Bob Landry provided that the bridge has substantial concrete erosion, excessive re-bar exposure, and is substantially lacking safety design standards. If the structure was rehabilitated, the majority of the concrete would need to be removed, large quantities of additional re-bar added to the structure, new forms placed over the structure and stone placed within the floodway and banks to protect against further scour at the bridge footings and pier. With such improvements, the structure would then still have half the life expectancy of a replacement alternative.

Jamie asked if the Corps' flood control system was NR eligible, and what impacts would there be to it. The system was not evaluated separately, however the system will be encapsulated by fill.

Laura Black concurred that the bridge replacement alternative is a feasible alternative with the noted alternatives considerations and public input received. She requested that, if it hasn't been done yet, the Department provide a preservation plan for similar bridges in the State. A review of NHDHR's files will be completed to check to see if a similar bridge has been fully documented. If not, the project bridge will be fully documented to NH Historic Property Documentation standards. If one exists, the project bridge will be documented, however the level of documentation will be discussed with NHDHR.

Lancaster-Guildhall, 16155, A000(159)

Participants: Edward Weingartner, Hoyle Tanner; Jameson Paine, Normandeau; D. Scott Newman, VTRANS; Joe Adams, Angela Hubbard, Bob Landry, Christine Perron, NHDOT

Bob Landry stated that the purpose of the meeting was to begin discussing mitigation for the Adverse Effect resulting from the replacement of the US Route 2 Bridge over the Connecticut River. Scott Newman had previously suggested that mitigation should entail funding the rehabilitation of the Vilas Bridge located between Walpole, NH and Bellows Falls, VT. In light of that suggestion, Angela Hubbard provided an overview of the status of the Vilas Bridge project.

The Vilas Bridge was closed to all traffic in 2009 and an in-depth inspection was completed in 2010. Rehabilitation would consist of the following:

- Removal of concrete railing; replace with new crash-tested concrete railing;
- Replacement of deck;
- Replacement of most crossbeams just below the deck;
- Patching deteriorated areas on columns, arches, abutments, wing walls, and pier.

The estimated cost for rehabilitation is \$4 to \$5 million.

Christine Perron commented that the purpose of providing this summary of the status of the Vilas Bridge was to inform discussion on the potential mitigation package for Lancaster-Guildhall. The Department is willing to pursue funding the Vilas rehab as mitigation; however the funding split between NH and VT must be resolved. Funding for this NH-VT bridge project is 93% NH and 7% VT based on the length of the bridge in each state, with the state line defined as the high water mark in 1936. Discussions are underway between NH and VT officials to establish a 50/50 split in funding for the Vilas rehab, a change that would require legislation in VT.

B. Landry asked if the NH SHPO agreed to funding the Vilas rehab as mitigation for Lancaster-Guildhall. Laura Black commented that DHR is concerned about the number of MOA commitments that get passed down to the next MOA rather than being carried out. She conveyed Beth Muzzey's perspective, which is that an MOA is a legal commitment, and failure to follow through on stipulations is a breach of trust. L. Black did indicate that DHR is supportive of the rehabilitation of the Vilas Bridge, but did not yet have a formal opinion on tying this rehab to the Lancaster-Guildhall project. Linking the two projects would be easier to support if the bridges were of similar type. She commented that she did not want to forget about what is important about the Lancaster-Guildhall truss.

Rich Roach commented that it seemed important to save a historic bridge even if it is not the same bridge type.

S. Newman stated that the cost of the Vilas rehab is likely much more now than it would have been when its preservation was first stipulated in the Kelleyville Bridge (Newport, NH) MOA. The additional cost could be one way to justify using the Vilas rehab as mitigation for a second project.

L. Black stated that the Lancaster-Guildhall bridge is one of five remaining Parker truss bridges in the NH, and one of only two consisting of two spans. She would like to see a commitment to look at these remaining bridges and develop a preservation plan. Jill Edelmann commented that a Bridge Preservation Plan for truss bridges is already being developed under the Lebanon-Hartford 14957 project.

After further discussion, L. Black agreed that it would be appropriate to move forward with the MOA for Lancaster-Guildhall, stipulating the rehabilitation of the Vilas Bridge. The Vilas Bridge project would advertise in advance of the Lancaster-Guildhall bridge. The MOA should also stipulate mitigation specific to the Lancaster-Guildhall bridge, the details of which can be decided upon after further review of the preservation plan already underway. L. Black agreed that the additional mitigation need not be intensive given the amount of funding that would be going toward the Vilas Bridge. S. Newman suggested making the MOA as detailed as possible. It was agreed that plans for the Vilas rehab would be reviewed at 30% and 80% design. J. Edelmann commented that the MOA should include the restoration of the three plaques from the Vilas Bridge, as well as the fabrication of another plaque to memorialize the rehabilitation. The MOA will be drafted and circulated for review. However, it will not be signed until the NH/VT funding issue is resolved.

There was brief discussion about the likely effect of the proposed Vilas rehabilitation. L. Black indicated that it would likely be an Adverse Effect given that the rail would not be replaced in kind. The pros and cons of preparing separate MOAs for Lancaster-Guildhall and Vilas Bridge were discussed. It was decided that a single MOA could be prepared to address both projects.

Merrimack, 15841 (no federal number)

Participants: James Bouchard, Lisa Martin, Quantum Construction; Kyle Fox, Town of Merrimack; Steve Liakos, NHDOT

Continued consultation, previously reviewed on February 14, 2013, on the proposed replacement of the existing 21 foot corrugated metal arch pipe on Bedford Road over Baboosic Brook. The upstream Darrah Bridge on Bedford Road over Baboosic Bridge (113/159) was found eligible for the National Register of Historic Places. Discussion will include the project effect.

This meeting follows the February 14, 2013 meeting and subsequent submission of the Phase I-A Archaeological Sensitivity Assessment for the project area and an Individual Inventory Form for the abandoned concrete bridge upstream of the existing crossing. The Phase I-A Archaeological Sensitivity Assessment yielded a determination of not archaeologically sensitive. The Individual Inventory Form for the abandoned concrete bridge did determine that the bridge is a historic element and is eligible for the National Register.

The bridge is a constriction within the Baboosic Brook waterway, serving as a dam during flood events, resulting in backwater and overtopping of the roadway. QCC's hydraulic modeling of the waterway utilizing FEMA flood model as a basis has determined that the abandoned concrete bridge must be removed. QCC has evaluated a number of bridge replacement options including leaving the abandoned concrete bridge in place and utilizing additional spans for relief of flood events. Modeling showed that this approach was ineffective in reducing the flood event backwater associated with the bridge. Additionally, discussions with NHDES and NH Fish and Game specialists relative to this

design option or relocation of the channel yielded that neither would be supported and concern was expressed relative to increasing the power of the Brook with increased erosion and sedimentation downstream.

The agencies noted that removal of the bridge would be an Adverse Effect. As part of the public involvement necessary for every project, QCC and the Town will have a public informational meeting and follow the guidelines of the Advisory Council on Historical Preservation (ACHP) as available on the ACOE website for Section 106 for determination of mitigation efforts. Public involvement is best initiated well before the effect determination stage of the Section 106 process. Should no consulting parties within the community come forward for preservation or mitigation of the bridge structure then removal of the structure could occur.

December 12, 2013

Nashua, 10040A, FRBD-5315(021)

Participants: John Vancor, Hayner-Swanson; Denis Mires, Architect

John Vancor provided a status update of the project. The Parkway North contract is under construction. The Baldwin Street Bridge has been dismantled. Consistent with discussion at previous meetings, the timber beams from the Baldwin Street Bridge have been stockpiled for possible future reuse. To the extent practical, the dismantled timber decking has been stockpiled, however, some decking could not be preserved due to material condition, extensive use of spikes during the original installation and in some cases, difficulty in the dismantling process.

The contracts to construct the River Bridge and replace the Fairmount Street Bridge have been advertised together for bids. Similar to the Baldwin Street Bridge, the existing timber beams from the Fairmount Street Bridge will be stockpiled. The timber decking on this bridge is in poor condition and will not be stockpiled.

The contract for the River Bridge includes requirements for the contractor to retain a mason experienced in historic stonework to assist in the effort to determine how to cap the disturbed portion of the granite wall at the Nashua River. Additional information will be provided at a future Cultural Resources Coordination meeting prior to work on this wall being performed.

On June 12, 2013, a copy of the Memorandum of Agreement was annotated with status of individual commitments which were made in order to avoid, minimize and mitigate the project's adverse effects. A December 12, 2013 update of this document was distributed to meeting attendees.

Preliminary design plans for Storehouse Number 2 were presented by Dennis Mires. Following partial demolition of this building, the newly exposed wall (which coincides with the original exterior wall prior to past building expansion) must be modified to close openings and provide an exterior door. Provisions must be included to make this door accessible. Interior stairs will need to be constructed to replace stairs which are presently located in the section of the building which will be demolished.

The building owner has stated their demand that a loading dock be provided at this wall. Although presently unused, the exterior wall of the section to be demolished includes a loading dock door. The preliminary design plans include provisions for this feature.

In order to provide opportunity for FHWA, NHDOT and NHSHPO to collaborate on the design of modifications to this building, preliminary design plans will be distributed. Dennis Mires will transmit plans to NHDOT, who will transmit the plans to FHWA and NHSHPO.

An update was provided regarding the City's ongoing efforts to identify a practical and sustainable concept for the relocation of the Waste House. Previously, the City issued an RFP to developers and land owners within the Millyard soliciting proposals for reuse of the building. No proposals resulted from this effort.

Recently, the City has had discussions with one property owner who may accept the building. It is the intention of the City to issue a Design/Build RFP to accomplish this relocation should discussion with the property owner result in a commitment to accept the relocated building.

A draft RFP has been prepared and was discussed. John Vancor presented the anticipated process for selection including necessary qualifications for bidders. The RFP requires compliance with several relevant documents available from the National Park Service which provide standards and guidelines for rehabilitating, restoring and reconstructing historic buildings.

Following a discussion of the various design submittals which will be required by the RFP, it was recommended that stronger provisions be incorporated into the RFP to require submittal of detailed information about the relocation procedures proposed. John Vancor stated that these requirements would be strengthened and the document distributed to NHDOT, who will forward the documents to FHWA and NHSHPO.

MOA Stipulation E.1.b requires completion of remaining documentation for the Picker Building and a portion of Mill No. 6. Richard Casella of HDC has been retained by the City to perform several tasks including this one. During his file research, Mr. Casella has been unable to find negatives from McGinley-Hart's previous work. At the time, McGinley-Hart was working under contract to Fay, Spofford & Thorndike, LLC (FST). FST has confirmed that these negatives were transmitted to NHDOT in 2000. Meeting attendees agreed to search their files for these negatives.

Meeting attendees agreed to continue the effort to locate additional photographs of the Millyard which could be incorporated into the Design Guidelines draft.

Submitted by: Sheila Charles and Jill Edelman, Cultural Resources

<http://www.nh.gov/dot/org/projectdevelopment/environment/units/technicalservices/crmeetings.htm>